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Arizona Corporation Commission

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BEFORE THE ARIZONA CORPORATION COMMISSION

IN THE MATTER OF THE APPLICATION OF ARIZONA PUBLIC SERVICE COMPANY FOR A HEARING TO DETERMINE THE FAIR VALUE OF THE UTILITY PROPERTY OF THE COMPANY FOR RATEMAKING PURPOSES, TO FIX A JUST AND REASONABLE RATE OF RETURN THERON, TO APPROVE RATE SCHEDULES DESIGNED TO DEVELOP SUCH RETURN.

Case No.: E-01345A-16-0036

E-01345A-16-0123

INTERVENOR AARP'S POST-HEARING BRIEF

IN THE MATTER OF FUEL AND PURCHASED POWER PROCUREMENT AUDITS FOR ARIZONA PUBLIC SERVICE COMPANY.

Intervenor AARP hereby submits its Post-Hearing Brief, in accordance with the schedule adopted by Administrative Law Judge Jibilian at the evidentiary hearing.

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INTRODUCTION

AARP has over 860,000 members in the state of Arizona, and is representing the interests of its members in this Arizona Public Service Company ("Company" or "APS") electric rate case, including a special focus by AARP on the best interests of residential customers with lower than average electric usage. AARP participated in the settlement process in this case, but ultimately it was not able to become a signatory, due to two residential rate design provisions contained in the proposed Settlement Document², which the organization views as unjust and unreasonable in the way that those provisions would limit the choice and control that consumers have over monthly energy bills. AARP does not support the Settlement Document as written.

This brief explains why two residential rate design provisions of the Settlement Document should be amended to protect electric consumers and how they could be amended to grant. APS customers with lower usage should have more *choice* and *control* over their monthly expenses, and thus garner AARP's support. The two provisions contained in the proposed Settlement Document that cause AARP significant concern are 1) The dramatic increase in the fixed charge for most R-Basic customers to \$15.00, and 2) Limits that would be placed upon the availability of residential rate design options, starting on May 1. 2018. At a minimum, these provisions must be amended to protect lower-usage residential electric consumers.

AARP also opposes the proposed peak period change from the current TOU rate plan hours to a new and later 5-hour peak period of 3:00pm-8:00pm. This late-in-the-day peak period will leave many seniors with less flexibility to adjust their usage to find savings.

AARP Exhibit 1, Direct Testimony in Response to the Proposed Settlement Agreement, p.1.

² The detailed Settlement Document (or "Settlement Agreement") filed in this docket by the ACC Staff on March 27, 2017.

³ *Id*. ⁶ Exhibit A

ARGUMENT

I. The fixed Basic Service Charge for residential R-Basic customers should be set at no higher than \$13.00 per month.

In the proposed settlement, APS would increase the fixed "basic service charge" (BSC) to \$15.00 on the monthly bills for customers on a basic flat rate billing plan who have an average usage of between 800 kwh and 1,000 kwh of electricity per month (a rate tariff that is to be designated "R-Basic").³ This dramatic change would amount to a 73% increase from the \$8.67 that most residential customers on a basic plan now pay in terms of a flat monthly fixed charge.⁴

This sharp increase would create fixed charges for those customers that are among the highest in the state of Arizona, and higher than what similar customers must pay under the most recent Arizona Commission decision changing rates for TEP (i.e., \$13.00 BSC per month). AARP believes that residential customers should be able to choose a plan that does not put an unreasonable amount of the rate recovery into a fixed charge, as opposed to basing more cost recovery upon household consumption. Charging residential consumers too much in the BSC, limits the ability of those customers to control their monthly bills and reduces the incentive for energy efficiency and energy conservation measures, especially for low usage customers.

Those who use more than 1,000 kwh on average ("R-Basic Large") would pay a \$20.00 fixed BSC charge monthly, and which could result in even greater percentage increases in this rate component. Customers that use less than 600 kwh ("R-XS") on average would pay a \$10.00 BSC monthly. AARP is not requesting a change in those proposals. Although it is worth noting that the average residential usage for all APS residential consumers is 1100 kwh per month and the median residential usage is

³ Settlement Agreement, p. 17, Subsection 17.2.

⁴ Exhibit AARP-1 (Corrected), pp. 2-3.

⁶ Exhibit AARP-1, p. 3.

⁷ APS witness Miessner, Transcript p. 482.

⁹ APS witness Miessner, Transcript p. 481-482.

¹¹ APS witness Ms. Lockwood, Transcript p. 281.

approximately 900 kwh per month⁷, and thus R-Basic customers would, on average, likely be lower-than-average users of electricity.

Increasing the fixed component of residential electric rates, rather than increasing the energy component produces several harms. It reduces the control that residential customers have over their bills, it harms low-income customers (who tend to use less than normal), it is punitive to apartment dwellers who have much lower than average costs, and further, it mutes the price signal to customers to conserve energy, to become more energy efficient, and to reduce their utility costs. Despite a disagreement about methodology, APS witness Mr. Miessner acknowledged that when the fixed BCS component is increased by a greater percentage than the energy component, then a residential customer who uses less than average will be worse off financially.

Representatives of residential consumers such as AARP and the Southwest Energy Efficiency Project (SWEEP) view the method of calculating cost causation differently than APS. AARP agrees with SWEEP that the fixed portion of residential rates should include only direct costs, which vary with the number of customers on the system, including meters, billing, the service drop, and customer installation expense.¹⁰ This methodology would produce a much lower fixed BSC than is proposed by the Settlement Document.

Cost causation is not the only goal of utility ratemaking. APS agrees with AARP that there are several other goals of just and reasonable utility rates, including the principles of Public Acceptability, Gradualism, and Simplicity, as well as the goal of encouraging energy efficiency and conservation. AARP believes that the Settlement Document, at least as it relates to lower-usage residential consumers, fails to meet these important principles. The public comment sessions, and numerous public comments filed in this docket, state strong opposition to increases in the fixed part of residential rates,

⁸ April 3, 2017 SWEEP Testimony of Jeff Schlegel regarding Settlement Agreement, pp. 5-8.

¹⁰ April 3, 2017 SWEEP Testimony of Jeff Schlegel regarding Settlement Agreement, p. 6.

which APS acknowledges.¹²

AARP is asking that the Commission amend Subsection 17.2 of the Settlement Agreement, by insisting upon a reduction in the proposed \$15.00 fixed charge for R-Basic customers (who use between 800 kwh - 1.000 kwh of electricity per month). AARP would prefer that this group of R-Basic customers pay \$10.00 monthly but no more than \$13.00 monthly. If the Commission were to merely adopt this small amendment, a \$13.00 monthly BSC would be calculated using the daily BSC to average those numbers (setting the daily rate at 0.493, which is still considerably higher than the current 0.285 per day for these customers). The energy rate for the R-Basic class would then be adjusted accordingly. That would be a very minor adjustment, a change that leaves APS revenue neutral. But nonetheless, it would be a change that could result in significant savings for many customers. This would also make the BSC more comparable with the proposed BSC for TOU customers (which would also be set at \$13.00 monthly under the Settlement Document). 14

II. a) Customers (not APS) should be able to choose their own rate plan, rather than being forced to take either a demand or time-of-use rate plan. All residential customers deserve to have the right to choose from all three applicable rate plans.

Under Subsection 19.1 of the Settlement Agreement. "new customers or customers on another rate" would be denied the ability to initially choose Basic rate plans after May 1, 2018. The R-Basic Large rate plan would no longer be available at all to new customers or customers on another rate. Those "new customers or customers on another rate" would only be allowed to choose R-Basic after 90-days of a forced "trial period" (or so-called mandatory "test drive") to initially choose between a demand rate plan or a time-of-use (TOU) rate plan. Low usage residential customers who prefer a Basic rate plan

¹² APS witness Ms. Lockwood, Transcript pp. 282-283.

¹³ Exhibit AARP-1, p. 4.

¹⁴ Settlement Agreement, p. 18, Subsection 17.4.

¹⁵ The detailed Settlement Document (or "Settlement Agreement") filed in this docket by the ACC Staff on March 27, 2017.

would be denied that option, being forced to "pick their poison" among two other plans that they may not want. Clearly, this contested provision would take away customer choice.

Moreover, after the 90-day mandatory trial has run its course, those customers would supposedly be allowed to switch to a regular R-Basic rate; however, there is nothing in the proposed settlement that indicates how those customers will be notified of their choice to "opt out" after 90 days have elapsed. At the evidentiary hearing in April 2017, APS witnesses would not make *any* commitment to informing new consumers of their right to "opt out" of a demand rate plan or TOU rate plan, after the mandatory trial period has concluded. ¹⁶

AARP does not believe that APS treats consumers with proper respect regarding their freedom to make choices that fit their household usage patterns. AARP believes strongly that customers - not the utility company -- should choose from all available rate plans. There is considerable uncertainty about who would be interpreted to be a "new customer" after May 1, 2018. The Consider the example of a couple with an empty nest that is desiring to downsize from their home where they have been a long-time APS customer to a smaller home that is still located within the APS service territory. It is AARP's understanding that this couple would be denied the ability to choose an R-Basic plan after May 1, 2018 because they would now be considered a "new customer."

The Commission should consider the extreme difficulty that a customer would face in attempting to switch to an R-Basic plan, after being forced onto an unwanted rate plan. It is very uncommon that utility customers can figure out on their own how to "opt-out" of a rate plan to change to a desired plan after a 90-day period. AARP would expect most customers who are forced onto a demand rate or a TOU rate to be confused about how to switch after 90 days. It appears that the proposed 90-day provision is an attempt by APS to divert large numbers of unwitting residential consumers onto a demand rate. *No* public utility commission in the country has forced residential consumers onto a demand rate,

¹⁷ See Transcript pp. 283-286, 486-488.

¹⁶ APS witness Ms. Lockwood, Transcript pp. 290-299.

while refusing to allow a customer to choose a basic rate plan, even for a mandatory trial period. The record of public comment in this docket is overwhelmingly in opposition to mandatory demand rates, which are confusing and difficult to understand, and most often experienced by consumers as being similar to high fixed charges on their monthly bills. This is not the kind of rate plan that should be included in a limited range of rate plan choices. Consumers should be respected to make their own choices from *all* available rate plans. Telling new customers that the basic rate plan is not initially available is not consistent with granting consumers the greatest choice and control over their monthly bills. The Settlement Document would produce a residential rate design system that is unnecessarily complicated and confusing, and it would prevent many customers from choosing the rate option that they believe is the best plan for them.

New customers should not be required to choose between two rate plan options that could be more detrimental for their household than the R-Basic rate plan. There appears to be no reasonable rationale for limiting options in this manner. AARP urges the Arizona Commission to reject the provision that would create different options for current customers, by opposing the new limits on rate plan choices for "new customers or customers on another rate" plan. Subsection 19.1 would create a policy of discriminatory treatment towards new customers and would also create a high barrier for switching to a Basic rate plan later. Subsection 19.1 would likely be confusing and frustrating for the affected customers, creating the need for considerable customer education to make the "opt out" procedure more understandable. Therefore, the mandatory 90-day trial period should be removed from the Settlement Document.

¹⁸ The California case mentioned at the hearing referred only to a proposal to make Time-of-Use (TOU) rates a default for some electric customers, and does not include residential demand rates.

b) As an alternative, AARP proposes that the Settlement Document be amended to specifically require written notification to new customers as to all of the rate options that are available to them after their mandatory 90-day trial period has concluded.

AARP believes that all residential consumers should have the option to choose from all three available rate plans, without a forced 90-day trial. And to do this, the Commission must insist upon protocols and procedures related to Subsection 19.1, to ensure that customer choice is maximized under any final rate design decision. AARP's preference is that the 90-day "trial period" be eliminated. If, however, the Commission decides to accept this 90-day pick-your-poison provision, the Commission should at least require that the affected residential consumers know their rights under the proposed Settlement Agreement.

As an alternative, AARP proposes that the Settlement Document be amended to specifically require written notification to new customers as to all of the rate options that will be available to them after 90 days of the so-called "trial period," including the R-Basic rate plan. And, even more importantly, APS should be required to notify new customers at or about 90 days after they have been placed upon a time sensitive rate plan (TOU or a Demand Rate plan) that they now have the option to choose an R-Basic rate plan, if they qualify for it. This transparent notification is too important to rely upon APS' own judgment to develop after this rate case is concluded, particularly given APS' refusal to make any commit at the hearing to giving notification of all rate plan options to its residential consumers.

Different residential customers will do better under each of the three potential rate

¹⁹ AARP rejoinder, Transcript, pp. 696-697.

²⁰ See Transcript p. 497.

plans. Some residential households will be better off under an R-Basic rate plan, particularly some lower-usage households. Denying that plan to "new customers or customers on another rate" would have detrimental impacts on those households which would fare better financially under an R-Basic plan. We know that it is feasible for APS to determine whether a residential customer would have been better off on another plan, after 90 days of usage. We also know that it would be feasible for APS to calculate what refund would be necessary to make that customer whole, if in fact, they would have been better off under the R-Basic rate plan that had been denied them initially. But consumers will not necessarily know whether they would have been better off or even that they can switch to an R-Basic rate plan at 90 days, unless the Commission adopts AARP's alternative amendment.

AARP's alternative proposal would not change any current rate provision of the Settlement Document, nor would it change any of the rate plan offerings or the rates that have been settled upon by many of the parties. This alternative proposal by AARP is simply asking that new customers be notified as to the exact rate plans that are being offered to them. This alternative amendment would better respect consumer choice by informing residential consumers of their options under the Settlement Document, better ensuring that customer choices about rate plans would be informed choices. Given APS' refusal to voluntarily commit to informing new customers about all of their options under the Settlement Document, this notification amendment is an essential minimum requirement to prevent consumers from being left in the dark about the options that are

actually included in the Settlement Document.

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III. AARP opposes the proposed peak period change from the current TOU rate plan hours to a longer and later 5-hour peak period of 3:00 p.m. - 8:00 p.m.

AARP supports the SWEEP position opposing the proposed peak period change from the current TOU rate plan hours to a new and later 5-hour peak period from 3:00pm-8:00pm that is part of the Settlement Document.²¹ This late-in-the-day peak period will leave many seniors with less flexibility to adjust their usage in to find savings.

CONCLUSION

For the foregoing reasons, both the Hearing Officer's recommended order and the Commission's Final Decision and Order in this electric rate case should, at a minimum, reflect AARP's recommended amendments, as outlined above. AARP urges the Commission to revise the Settlement Document in these ways to make it more consumer friendly, toning down the two aforementioned objectionable rate design provisions, and thereby giving customers more *choice* and *control* over their monthly utility bills.

Respectfully submitted this 16th day of May, 2017.

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²¹ Settlement Agreement, p. 19, Subsection 17.8.

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